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ABSTRACT

A discussion of language policy development focuses on the components of rational policy with reference to the Queensland (Australia) language education policy developed recently. The paper argues that language policy is ultimately derived from the nature and needs of the society, the goals identified for the future of the society, and the consequent language needs leading to policy recommendations. Further, it is proposed that if policy is to be more than unsubstantiated ideals, it must be possible to be implemented and justified. Consequently, the policy must be followed through to firm implementation proposals, with specific indicators of success for the purpose of policy evaluation. Appended is an extract from the "Rational Frameworks" of the Queensland language education policy outlining specific societal and individual needs and related goals and objectives, policy recommendations, implementation proposals and recommendations, indicators of success, and rationale. (MSE)

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LANGUAGE POLICY DEVELOPMENT

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Centre for Applied Linguistics and Languages

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ABSTRACT

This paper discusses the components of a rational policy on languages and refers, as an example, to the recently developed Queensland language education policy. The paper argues that language policy is ultimately derived from the nature and needs of the society, the goals to be identified for the future of the society, and the consequent language needs which lead to policy recommendations. If a policy is to be more than unsubstantiated ideals, it must be able to be implemented and justified; consequently the policy must be taken through to firm implementation proposals and the indicators of success must be outlined so that the policy can be evaluated. Reference is made to the Queensland Language Education Policy prepared in 1990 by Glyn John and the present writer.

I INTRODUCTION: There is scarcely need in Australia today to justify the importance of developing language skills. From a situation where, in the 1970's and early 1980's, language teachers had to justify their existence and not infrequently felt themselves under serious attack, we have arrived at a situation where there is widespread recognition in the community, in the press and media, and amongst administrators and politicians of the need to encourage all children to develop skills in both English and languages other than English. There is, however, need still to emphasize the importance of rational, coherent and informed language policy planning and implementation and the importance of ensuring high standards of quality control. Indeed, in a survey of language-in-education planning recently undertaken around the world in the context of preparing a paper for a forthcoming issue of the *Annual Review of Applied Linguistics*, the present writer found that very few of the published policies could be considered either systematic, rationally argued or coherently structured across a framework of needs, implementation and evaluation [Ingram 1989]. Many policies, in fact, tend to remain a collection of piecemeal "good ideas" lacking in rigour and rationale, formulated incidentally to other things (e.g., immigration policy), or containing good policy recommendations that nevertheless founder on implementation practices that pay too little regard to quality.

Throughout this paper, the recently released project report on a language education policy for Queensland schools* [Ingram and John 1990] will be used to discuss and illustrate language policy development and implementation. In February this year, Glyn John and the present writer were invited by the recently elected Queensland Government to prepare a new State language education policy for Queensland schools. In doing so, we sought to provide a rational framework for the policy and adopted certain basic premises around which the policy was constructed. These basic premises included:

* a concept of the domain of language policy and, in particular, of language-in-education planning;

* a theory of the nature of language policy-making;

* a corollary essential structure that a language policy must have with implementation and evaluation as integral components in order to ensure that the policy is realistic and leads, in the case of language education policies, to high quality programmes;

* the need, in order to meet present and often unpredictable future needs for language skills, for a wide diversity of languages and of modes of language learning, on the one hand, and, on the other, for education systems to set priorities and to select languages and activities; and

* the vital importance of ensuring that any language teaching programmes undertaken are of high quality.

II DOMAIN OF LANGUAGE-IN-EDUCATION PLANNING: The boundaries of language-in-education planning are often unclear but, in general terms, language-in-education planning is that activity which seeks to "indicate how, within the education system, the ideals, goals, and content of [language policy] ... can be realized" [Ingram 1989]. On the one side, it is fringed by language policy in general and on the other by curriculum- and syllabus-writing, methodology and materials development, and finally class teaching. It usually refers to official, government-level activity though schools, universities and other educational institutions may also develop their own language education policies.

III THE NATURE OF LANGUAGE POLICY-MAKING: Policy-making is decision-making or "problem"-solving, i.e., it entails making decisions about languages, about language learning, about how to satisfy the language-related needs of societies and individuals or it entails solving "problems" such as how to maintain and extend the level of skills in certain languages, how to ensure a harmonious and mutually rewarding multicultural society, how to maximize the effectiveness of trade, how to maximize students' intellectual development or, in the Prime Minister's words, how to create the "clever country", and so on. Language policy-making may also be either covert, as it was in the 1970's when the articulated but piecemeal ideals contrasted with the actual but unarticulated language education policies which were implemented in most parts of Australia and led to a drastic reduction in the extent of language teaching in schools;

alternatively, it might be overt, as it has become in Australia through the 1980's, as national, State and Territory language and language education policies have been published.

In the sense of being problem-oriented, i.e., in that they seek to solve particular language-related "problems" that exist in the society, language policy-making and language-in-education planning are, like their parent discipline of applied linguistics, essentially practical activities but, also like applied linguistics, they are theoretical in the sense of being both theory-based and theory-making [see Ingram 1980 where the nature of applied linguistics has been discussed]. Rational policy-making is theory-based in the sense that, like applied linguistics, it draws on the fundamental sciences that inform the problem to be solved. In language policy-making, the contributory sciences include the linguistic sciences (e.g., theoretical linguistics, sociolinguistics, psycholinguistics, and so on) but also any other field that informs the language problem (e.g., political science, demographic geography, psychology, economics, marketing, and so on). The policy-makers' task is to identify and draw on the relevant sciences, seek insights that elucidate the essential nature of the problem, and deduce possible solutions. If this is to occur, then the policy-makers must have available both the theoretical knowledge and the practical experience of the problem situation that make the characteristics of the problem clear and enable them to derive adequate insights and deduce viable solutions. If either their knowledge or experience is inadequate, then their policy and its implementation will be defective. This notion of policy-making must, therefore, lead one to question the "management principle" in decision-making, i.e., the practice popular amongst bureaucrats of putting "eminent persons", political affiliates, "managers", general educationalists, or (heaven forbid!) accountants, into decision-

making or policy-making positions rather than experienced and qualified practitioners, relevant academics, or similar experts.

Policy-making is also "theory-making" because the policy is essentially a theory about the nature of the problem and how to resolve it. National language policy-making, for example, essentially proposes a theory or policy about the nature of the society's language needs at the societal, group or individual levels and how to meet these needs. As a "theory", its validity has to be tested and hence evaluation is an essential (but often omitted) phase of rational policy-making.

Figure 1 illustrates the structure of this process for the parent discipline of applied linguistics. Figure 2 illustrates it for language policy-making or language-in-education planning.

In summary, the rational approach to policy-making entails a rational understanding of the issues involved, the development of insights into the problem to be resolved, thence the postulation of a "theory", "principles" or approach to solving the problem, the clear identification of the ultimate goals to be achieved and the intermediate objectives to be sought, and the implementation steps to be taken. In addition, for the "theory", principles or policy to be tested and for the whole process to be self-correcting of error or inadequacies, it must include an evaluation process as an integral part of the policy-making or decision-making process. This approach is both theory-based and theory-making but it is also research-based in three senses: first, research is needed to develop the fundamental sciences on which the whole rational process depends; second, research is needed to identify the nature of the problem to be resolved, the needs to be met, the goals and objectives to be sought, and the methodology or

implementation to be adopted; and third, evaluation, which is research in action, is an integral part of the process and impacts on all stages from the fundamental sciences to policy formulation and implementation.

IV THE STRUCTURE OF LANGUAGE POLICY: The nature of language policy-making or language-in-education planning just discussed leads to clear implications for the structure of a rationally developed language or language education policy. The basic "problem" to be resolved is how to maintain and develop the society's language resources and how to meet the society's and individuals' language-related **needs**. Hence a policy must be based on the present and changing **nature of the society** and commence with a description of the features of the society that are relevant in identifying present and future language needs and in identifying the steps to be taken to satisfy them. Thence the policy must specify the **goals and objectives** that it is seeking to achieve and enunciate the policy proposals. However, idealistic **policy statements** unrelated to how they can be realised in practice are practically worthless since the very fact that they cannot be implemented suggests that they are based on a deficient analysis of the problem situation; hence the policy must include actual **implementation recommendations** that enable each policy proposal to be related to the actual real-life situation and to be realised in practice. Since rational policy is justified and founded in the theoretical sciences and in an analysis of the problem situation and since the implementation proposals must be logically related to the policy proposals and justifiable from an understanding of the nature of language and of the other relevant fundamental sciences, all the elements of the policy must be justified and the **rationale** must be made obvious. In addition, as already argued, **evaluation** is an integral part of policy-making both to assess the validity of the contributory sciences on which the insights leading to the

to ensure that the policy proposals and implementation recommendations are justifiable and adequate. Consequently, evaluation is an integral part of the structure of a rational and rigorous policy and leads to the on-going development and fine-tuning of the policy itself. In brief, a rational policy will contain at least the following elements:

* a description of the nature of the society the policy is to serve;

* a statement of needs (both societal and personal);

* policy proposals;

* implementation recommendations;

* indicators of success or the basis for the evaluation of the policy and its implementation; and

* a summary rationale for the basis of the policy and for each policy proposal and implementation recommendation.

In the Queensland language education policy prepared by Glyn John and the present writer [Ingram and John 1990], the policy document started with a description of the nature of Queensland society identifying, in particular, the following features:

* the multicultural, multilingual and multiracial composition of its population;

* the dominance of English;

* Queensland's economic dependence on foreign trade, its economic integration with the rest of the world especially with non-English speaking countries;

* its excessive reliance in the past on primary products and the need, if it is to be economically secure and successful, to develop its level of so-called "elaborately transformed manufactures"; and

* its vast geographical area and the relative isolation of many of its towns and schools.

This brief identification of the nature of Queensland society led to the identification of certain corollary needs, specifically:

* the need to develop in all Queensland children those attitudes that will enable them to live harmoniously and profitably in the multicultural Queensland and world societies of which they are a part;

* the need for all Queenslanders to have the opportunity to develop English skills to the level of proficiency that meets their needs and interests and the need to develop skills in English and other languages that will ensure that all persons have access to available services either directly through the language hey speak or with the assistance of interpreters and translators;

* the need to produce, promote and market its products in the world markets with maximum marketing effectiveness; and

* the need, in devising language education policy and its implementation, to make recommendations that enable all Queenslanders to have access to the learning of other languages (and specifically the language that meets their own needs and interests) wherever they might be located in the State.

From here, the Queensland language education policy [Ingram and John 1990] goes on to set goals and objectives, identify policy proposals and implementation recommendations, and indicate how the policy's success or failure may be determined. In doing so, the policy focuses around schools and teachers with the policy document as a whole falling into six key sections:

Section 1: The Development Process

Section 2: Language Education Planning in Australia

Section 3: Rationale for Teaching Languages and Cultures

Section 4: Achieving Effective Implementation

Section 5: Language and Cultural Education in Schools

Section 6: Teachers.

In order to emphasize the rational nature of the policy and the integration of all parts of the policy, the policy is summarised in a section called the "Rational Frameworks" which takes all the ninety-four recommendations and sets them in a table with interrelated columns headed

* Needs (Societal and Individual)

* Goals and Objectives

* Policy Recommendations

* Implementation Proposals

* Indicators of Success

* Rationale

This is illustrated in the appendix to this paper using Recommendations 72 to 76 of the policy.

V LANGUAGE CHOICE: The fourth of the basic premises identified earlier as underlyng the Queensland language education policy relates especially to the choice of languages for inclusion in the policy. The basic premise is that there are many reasons for learning languages, different individuals have their own array of reasons and different sets of reasons lead to the choice of different languages. Thus, if the real needs of the society and of the individuals within it are to be satisfied, it is necessary to arrive at a policy position and implementation proposals that provide a very wide, indeed, free choice. In addition, it is a fundamental linguistic premise that all languages are inherently equally valuable even though certain languages, by virtue largely of accidents of history, acquire greater political, economic or social significance. In other words, many of the

goals sought through language education can be attained no matter what language is chosen for learning and teaching and, to this extent, the choice is, comparatively, of no educational or cultural significance though some of the other reasons that justify language policy (including economic development, equal access to services, and so on) lead, because of those accidents of history referred to earlier, to an increased emphasis on certain languages rather than others. Consequently, it is necessary for a language education policy to establish priorities and to choose what languages are to be given priority in the education system. In brief, on the one hand, all language learning should be valued, encouraged and recognized within the education system and individuals should be enabled to choose the language that meets their needs and interests but, on the other hand, an education system has to establish priorities. The outcome of this premise is a policy that establishes certain language priorities but provides a wide range of choice of language, a variety of modes by which languages may be learned, and procedures for the recognition by the education system of language learning that goes on outside the four walls of a school classroom.

Consequently, the Queensland language education policy establishes certain priority languages, allows students the widest possible choice of languages so that they can choose the language or languages that match their needs, provides a variety of modes by which students may formally learn a language, allows them to learn by other modes, and recognizes through the school certification system any language skills that they might have or might have acquired by whatever means [Ingram and John 1990: 37-38]. The recommended choice of languages is shown in the following table:

Target Languages for Queensland Schools

Group 1: Chinese, French, German, Indonesian/Malaysian, Italian, Japanese, Spanish

Group 2: Greek, Russian, Vietnamese, Australian Sign Language

Group 3: Arabic, Korean, Portuguese, Thai

Group 4: Aboriginal and Torres Strait Islander Languages

Group 5: Others

Group One languages are regarded as priority languages to be strongly encouraged and supported and taught widely throughout the State with each Queensland Education Department Region offering each of these in at least one school by 1996. Group Two languages are to be encouraged and, though they will be less frequently represented in schools than Group One, by 1996 each Education Department Region should have several schools offering at least one of these languages. The languages in Group Three will be available mainly through distance education and self-access though they could be taught in a small number of schools where conditions are favourable (e.g., where a nearby university offers the language). Though some of these languages (e.g., Arabic, Korean and Thai) are of national priority, their immediate development in Queensland schools is inhibited by an almost total lack of teachers and materials and consequently it is recommended that their status be reviewed in later years as these resources become more readily available. The languages in Group Four are of particular national significance, being the languages of the original

inhabitants of the country. In addition, the Aboriginal and Islander communities suffer, probably more than any other in Australia, from negative social attitudes and a perceived unfavourable state of social, economic and educational development. Consequently, in addition to making these languages available through bilingual and maintenance programmes in the localities where they are spoken, it is recommended that, as a major initiative designed to foster better cross-cultural attitudes towards Aboriginal and Islander peoples on the part of the rest of the Australian community, they be available as second or foreign languages in some Primary and Secondary Schools and that elements of them also be incorporated into Aboriginal and Islander Studies programmes taken by all children throughout the State. Group Five incorporates any other languages.

While it is expected that most children will learn by direct teaching or, especially in remote localities, by teleconferencing supported by class teachers, if this wide choice of languages is to be available, it is essential that the traditional notion of language learning as something that goes on in the four-walled box we call a classroom be abandoned and that we recognize that it can go on by a variety of modes in a variety of different contexts. In brief, the modes identified include direct classroom teaching (using both specialist, fully trained language teachers and language teaching assistants), bilingual and immersion programmes, teleconferencing, self-access centres, distance education, the use of cluster schools and semi-peripatetic teachers, Schools of Excellence, and Regional Language Centres. In addition, however, it is illogical that educators have traditionally said that, if a child learns a language in school for, say, five years and attains a proficiency level of 2 on the Australian Second Language Proficiency Ratings (ASLPR), that is educationally valuable and is recognized through the school certification

system and tertiary entry criteria but if a child has learned a language to the same or even higher level of proficiency, perhaps even to near native-like fluency, by virtue of living in a bilingual home, travelling overseas, or studying in an ethnic school or private class, then it is not recognized by the school system, it is not credited on the school certificates, and the child is consequently told that that language proficiency is of no educational worth. On the contrary, if the nation is serious about the claims that we need to foster our language resources, we should be valuing language skills wherever and however they have been acquired. Since the central reason for language learning is to acquire proficiency in the language, the Queensland language education policy document [Ingram and John 1990: 39] recommends that the certification system in schools be based around the assessment of proficiency and students may receive credit for any language skills that they have. Where the language to be credited cannot be assessed by a nearby school, by the Board of Senior Secondary School Studies, or by taking an examination through the scheme for the National Assessment Framework for Languages at Senior Secondary Level or from another State or Territory, a suitably qualified teacher may be requested to assess the student's proficiency or another organization such as the Language Testing and Curriculum Centre of the National Languages Institute of Australia located at Griffith University could be contracted to do so. It is recommended that the cost of such assessment, where it entails a language not available in the Queensland School system, might be borne by the student wishing to receive the credit. It is through this process of setting liberal priorities, providing a variety of modes of language teaching and learning, and providing a means of recognizing learning that might go on outside of the education system that the society's need for a wide range of languages can be met.

In addition, by providing a rich and varied resource of language skills actively fostered by focussing on proficiency and recognizing all language skill development, it is possible to go some of the way to catering for the unpredictability of language needs in a linguistically diverse and politically inconstant world. This need is well illustrated by the current Iraqi crisis. Clearly, for whatever reason one justifies language learning be it economic, attitudinal, political or cultural, there is urgent need for Australians to increase their understanding of a part of the world that is affecting their everyday lives whether it is in listening to the news, buying petrol, or protecting national interests. It is relevant to note a paragraph that appeared in *The Australian* newspaper on 14 August, 1990, which read, in part:

> "Australia was more likely to become a terrorist target because of its military commitment to the Gulf conflict, intelligence experts said yesterday...
>
> "...In the 1980's ASIO identified Middle East groups as a prime likely source of terrorist activities in Australia.
>
> "ASIO traditionally has had difficulty monitoring the activities of extremist Arab groups in Australia.
>
> "It has lacked enough Arab translators."

Whatever the factual accuracy of this report so far as the attitudes of Arabic-speaking Australians are concerned, the essential point is that, if we are to meet present and future needs for language skills, if we are to develop linguistic resources that will enable the nation to meet the often unexpected needs that arise suddenly from rapidly changing and unexpected world developments, we must provide the opportunity for students to learn a wide range of languages and we must, in order to do so within reasonable resource allocations, give individual students the right and opportunity to learn the language or languages of their choice by whatever is the most effective and readily available mode. The same need is also well illustrated by the developments over the last 12 months in Eastern Europe and the reunification of Germany into probably the most powerful trading nation in the world, developments which stand in stark contrast with the small amount of Russian taught in Australian schools and the recent attempts made in some States to reduce the already small number of students studying German. In brief, it is a fundamental premise in language policy-making that one must balance the need to set priorities against the need for a reservoir of diverse linguistic skills in the society and the need for different individuals to be able to choose to learn the language or languages that meet their needs or interests.

VI UNIVERSAL DECLARATION OF LANGUAGE RIGHTS: Finally, in the context of considering the diverse needs that influence language policy development, its structure, recommendations, and choice of languages, it is useful to consider what could, in the future, become a document of fundamental importance in influencing language policy, viz., the proposed Universal Declaration of Language Rights. Significant changes have occurred in the development of policies in many countries (including Australia) as a result of the adoption by the United Nations or one of its related bodies

of international declarations on such wide-ranging topics as capital punishment, racial discrimination, human rights, freedom to form trade unions, and so on. The Federation Internationale des Professeurs de Langues Vivantes or World Federation of Modern Language Teachers, is in the process of developing for sending on through UNESCO possibly to the United Nations a Universal Declaration of Language Rights [see *AFMLTA Information Bulletin No.* 34, August 1990, pp. 2-7]. Essentially, this Declaration recognizes, amongst other things, recognizes every child's right to learn another language of his or her own choice. Key clauses in the current (i.e., April 1990) version include:

> "1. Everyone has the right to be taught, within the provision of Basic State Education, the language of the linguistic group into which he or she is born...
>
> "2. Everyone has the right to be taught, within the provision of Basic State Education, either the official language or one of the official languages of that State, according to his or her own choice...
>
> "3. Everyone has the right to be taught, within the provision of Basic State Education, at least one further language, chosen from a diversified range of languages, for the specific purpose of enhancing international understanding.
>
> "4. Everyone has the right to be taught, within the provision of Basic State Education, to a level which ensures that he or she can communicate fluently and accurately, orally and in writing, in each of the languages specified [above]...

"6. Everyone has the right to learn any language or languages.

"7. Everyone has the right to identify with any language, irrespective of its territorial boundaries, and to have the exercising of this right respected..."

Additional recommendations suggest that UNESCO and possibly the United Nations will be persuaded to adopt this Declaration, language rights in all nations are to be monitored, and member associations of FIPLV are asked to seek to persuade their governments to elaborate and implement policies that reflect these language rights. Though, with the adoption of national, State and Territory language education policies, Australia is on the way to adopting in effect this Declaration, it is significant that, underlying the Declaration is the unambiguous assumption that monolinguals are unjustly deprived and must be given the opportunity to increase their language skills and broaden their cross-cultural understanding through learning another language. In addition, the Declaration gives individuals the unambiguous right to select the language or languages that meet their needs or interests and consequently language policy-makers will have to consider how, within the limitations of resources available and the consequent need to set priorities, it is possible to provide the necessary freedom of choice. The proposals outlined earlier from the Queensland language education policy report are designed to enable this to occur. What is also significant but too large an issue to be discussed here is that the key to this problem is language assessment, a fact which, with many others, points to a central role for informed, flexible and sensitive language testing within language policy-making.

VII QUALITY: The last of the fundamental premises to be discussed here on which the Queensland language education policy is based is that any language programmes implemented must be of high quality. After twenty years of lobbying by professional associations such as AFMLTA, by interest groups and by individuals, the worst possible outcome would be for impatient politicians or administrators, inept policy-makers, or incompetent teachers to implement policies and adopt practices that led to poor quality programmes taught by incompetent teachers producing minimal language skills in students. Such a result would lead inevitably to a social, educational and student backlash that would reduce language teaching to a situation even worse than confronted the language teaching profession in the late 1970's and early 1980's. If quality is to be assured, then certain pre-prequisites are needed. These include the following as specified in the Queensland language education policy:

First, timelines must be realistic so as to enable the necessary preparation of competent teachers and quality programmes to take place.

Second, teachers must be proficient in their target language. Consequently, minimum proficiency levels (essentially 3 in all macroskills on the ASLPR) have been set for Queensland language teachers.

Third, teachers must be competent in methodology and so, in the Queensland language education policy, all teachers are required to receive some training in language teaching so as to be able to support language learning by their students by whatever mode while specialist teachers are required to have at least two semester units of methodology in their pre-service course and are to be strongly encouraged to take specialist graduate courses in applied linguistics.

Fourth, good teachers must be encouraged to stay in language teaching and so the Queensland policy recommends that a specialist language teacher category be introduced into the teacher registration system, that language teachers be trained to teach across all levels of the school system so as to facilitate their specialisation as language teachers and maximize their use, and, perhaps most importantly, that there be a clear and specific career structure for language teachers that will keep them in language teaching rather than take them out into general school administration.

Fifth, syllabus and curriculum design must incorporate the best modern approaches, all programmes must aim, whatever else they do, to develop real proficiency in the language and be sufficiently long that they develop at least Survival Proficiency in all learners, there must be continuity of learning (not least from Primary to Secondary School), and there must be a variety of modes of learning enabling different outcomes to be reached for different purposes including, for instance, regular class teaching, intensive programmes, bilingual programmes, immersion or partial immersion, distance education, self-access, teleconferencing, and so on.

VII CONCLUSION: This paper has sought to define language policy-making and language-in-education planning, to identify their nature, and to propose an essential structure. It has illustrated this by reference to an actual and recently released policy, viz., the Queensland language education policy report produced by the Centre for Applied Linguistics and Languages in Griffith University [see also the paper to this conference by Glyn John].

Although languages have been taught and learned as second and foreign languages for thousands of years, it has been only recently that formal and

systematic language policy-making seems to have evolved. Perhaps this is to some extent a reflection of the fact that the learning of other languages is such an integral part of ordinary everyday life in most of the world that it does not require discrete formalized policy-making, except apparently where a language such as English by virtue of political and economic accidents of history assumed linguistic hegemony to the disadvantage of the people in English-speaking countries. In addition, the need for language policy-making was probably felt less urgently when language communities were isolated and inward-looking. However, this century, there have been increasing pressures on languages and on educational and social systems as a result of easier transport, improved communications, the lowering of political barriers between nations, increased world trade and the economic interdependence of nations, and much increased migration and tourism. Whatever the reason, it is the case that, through the 1980's, there has been a rapidly increasing interest in formalized language and language education policy-making. In developing such policies, Australia, in fact, has been amongst the leaders at least in the English-speaking world. Probably also, a major factor facilitating more informed, systematic and formalized language policy-making and language-in-education planning has been the development of applied linguistics and, in particular, research and development in the area of language proficiency measurement; language proficiency measurement is significant because it has enabled planners to measure language resources and set meaningful targets. As applied linguistics continues to develop and provide the tools that language policy-makers need and as the external forces stimulating language policy development continue and inevitably escalate, we can expect further development in language policy-making, more informed and rational language-in-education planning, and hopefully more systematic, more relevant and needs-based, and, hence, more effective language teaching.

These are not, of course, just idealistic hopes whose sole value lies in academic niceties since, first, we are starting to see examples of rational language policy-making and rational language-in-education planning starting to emerge. In addition, in proposing rational, needs-based policies, we are ultimately seeking a world where intercultural communication is facilitated, where trade is based on the production and effective marketing of products that genuinely meet real needs of the consumers, and a world where linguistic, cultural and racial chauvinism is minimized and intercultural understanding maximized. Not least in today's context, we are seeking to facilitate through language education, a world that is characterised less by conflict and the mobilization of armaments than by international and inter-cultural understanding and tolerance. The problem for language planners is not to devise programmes that will achieve such goals but to convince politicians and impatient administrators that the international goals (whether improved trade or world peace) are more likely to be attained by the slow and arduous process of language education than by other more immediate means. It is easy, expensive, but useless for the world's peoples to spend billions of dollars in confronting each other with weapons; such actions lead to less understanding, indeed to deliberate misunderstanding and misrepresentation by politicians on all sides who have to convince the people to support their games. The only answer to world peace, apart possibly from the teachings of the great religions, is through informed language policy-making leading to informed language-in-education planning, high quality language teaching, and the gradual development in each generation of an ability to identify with others whatever their culture and language, the ability to understand and accept others. That, as Saint-Exupéry has said, is the hard lesson: it is easy to create weapons and throw them at each other; it is much harder to accept that the only answer to world peace, security and international understanding and

progress is through language education, through effective language policy-making, and ultimately the gradual accretion in all people of an ability to understand and accept others as individuals, step for a time into other cultures, and see the world for a time, through other eyes. The Foreword of the Queensland language education policy opens with these words from Saint-Exupéry:

> "Il est très simple: on ne voit bien qu'avec le coeur. L'essentiel est invisible pour les yeux."
>
> "Mais, pour voir, il convient d'abord de participer. Cela est dur apprentissage."

In brief, improved, rational and systematic language policy-making realised through sound language-in-education planning leading to high quality language teaching lies at the heart of human development for the 1990's and the next century. We are starting to see emerge those techniques that will ultimately maximize that development, improve intercultural and international understanding and interaction, and hopefully minimize world conflict.

*Note: Wherever reference is made to the Queensland language education policy, the reference is to the project report [Ingram and John 1990] and not to whatever form or part of that is actually adopted for implementation by the Queensland Education Department.

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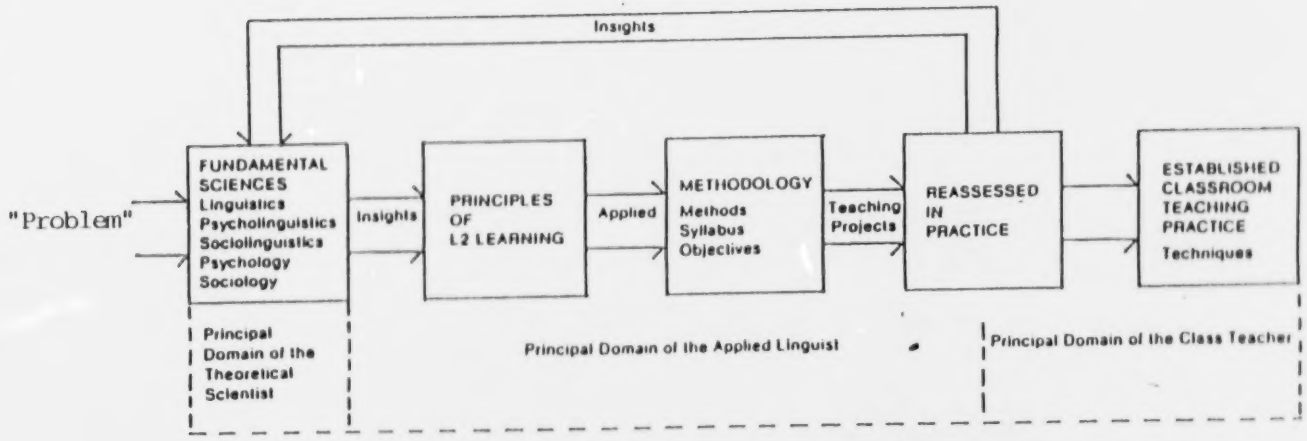

[From Ingram 1980:42]

Figure 1 A Model for the Development of Language Teaching Practice

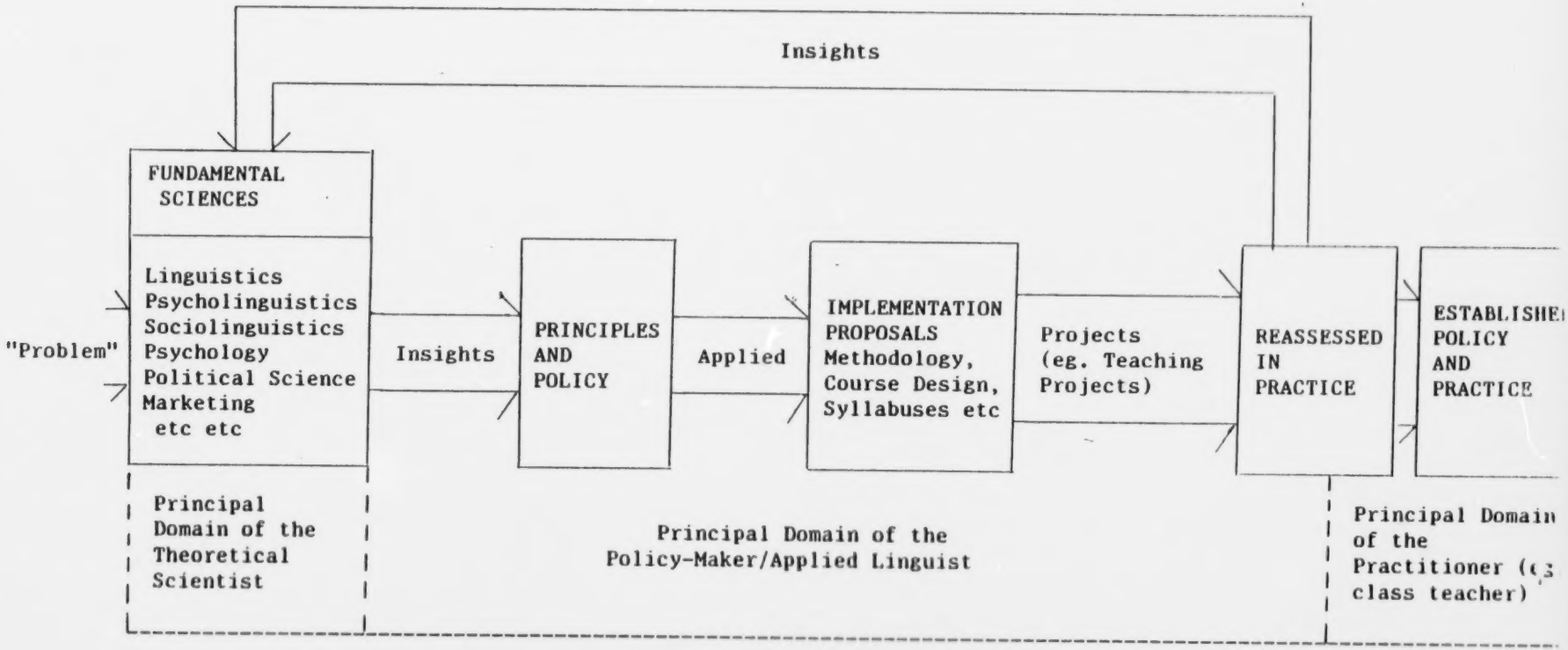

FIGURE 2 A MODEL FOR THE DEVELOPMENT OF LANGUAGE POLICY AND LANGUAGE-IN-EDUCATION PLANNING

A P P E N D I X

This appendix provides, as an example, an extract from the "Rational Frameworks" of the Queensland language education policy [Ingram and John 1990], using Recommendations 72-78

SECTION VI.1 RECOMMENDATIONS 72 - 73

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Adequately trained language teachers to implement this policy	Provision of sufficient teachers adequately trained in language teaching	Language teaching methodology should form a part of the pre-service of all language teachers and all language teachers should be trained to teach at all age levels.	72. All Primary and Secondary School teachers-in-training who wish to specialise in language teaching to take equivalent of at least two semester units in second language teaching methodology (including classroom tecniques, syllabus design and program writing, and assessment procedures) and to be trained to teach throughout the Pre-School, Primary and Secondary School age range.	Inclusion of suitable units in pre-service training of all specialist language teachers All language teachers trained to teach at all age levels	- Language teachers will often be required to teach across full age range of children in schools All language teachers need a thorough understanding of the theory and practice of language teaching
A cadre of highly proficient and professionally competent language teachers	Language teachers with specialist graduate diploma or higher degree in applied linguistics	73. All language teachers shoud be strongly encouraged to take a specialist graduate diploma or higher degree in the area of applied linguistics (including second language teaching) - A specialist graduate diplomoa should be regarded as minimum qualification for promotion beyond the class teacher level from January 1995 with, during the interim period successful completion of substantial in-service courses run by LACU being accepted as an alternative	- Provision for graduate courses in applied linguistics in universities Promulgation by Department of these conditions on promotion LACU to organise substantial in-service courses	- Availability of necessary courses All language teachers in promotional positions with graduate diplomas or higher degrees in applied linguistics	- There is an urgent need to upgrade qualifications of language teachers in Queensland to facilitate implementation of the proposals in this report. Qualified and effective teachers are needed to assist colleagues, supervise programs, develop courses, etc.

SECTION VI.1 RECOMMENDATIONS 74 - 75 - 76

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
Language teachers with adequate proficiency for teaching purposes	All language teachers to meet minimum proficiency levels	74. Minimum language proficiency level for teachers of languages that use ideographic scripts should be S:3, L:3, W:2, R:2 and for teachers of other languages S:3, L:3, W:3, R:3.	Minimum proficiency levels to be promulgated and notified to teacher training institutions In-service programs to be established to up-grade teachers of LOTE 75. LACU to initiate a project to investigate the usefullness of word-processing packages with ideographic script iin promoting the development of high levels of proficiency in Reading and Writing by teachers 76. LACU (possibly with assistance from NLIA Testing and Curriculum Unit at Griffith University) should: - initiate a survey to estimate proficiency levels of language teachers in Qld schools - develop a plan to raise the level of proficiency of all language teachers to those indicated by the year 2000 and, if possible, to within one ASLPR step to those levels by 1995.	Regular in-service LOTE up-grading programs Research findings regarding usefulness of such word-processing packages All teachers with minimum proficiency levels as specified in Recommendation 76 by 1995 and then by 2000	- Language proficiency is of fundamental importance for language teachers. - Urgent need to up-grade skills of Queensland language teachers - The LOTE is both the target and the medium of instruction. - Teacher is often the principal (if not sole) model of the language - Teachers need to use the best of modern communicative methods. - Teachers of all age levels able to present a fluent, grammatically accurate and situationally sensitive model of the language - Living in country of target language is one of the quickest means of increasing language proficiency

SECTION VI.1 RECOMMENDATIONS 74 - 75 - 76 - 77 - 78 Continued

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS AND RECOMMENDATIONS	INDICATORS OF SUCCESS	RATIONALE
			77. Minister for Education to request Federal Government to amend taxation provisions to encourage language proficiency by travelling to and living in country of origin of their languages 78. LACU to negotiate with Board of Teacher Registration and the Universities to give effect to relevant Recommendations of Section VI.1 and VI.2 - LACU to negotiate with Qld Teachers Union in order to utilize productivity provisions in teachers award - to provide incentives for language teachers to obtain recommended minimum qualifications - to amend its own promotional criteria to the same end		- Finanial incentives to do so are overdue and would be well received